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COUNTRY PROGRAMMES AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR BANGLADESH

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 3	2
II.	NATIONAL DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE	4 - 11	2
III.	IMPACT OF UNDP COOPERATION	12 - 16	4
IV.	OVERALL STRATEGY FOR UNDP COOPERATION	17 - 19	6
V.	PROGRAMME AREAS	20 - 52	7
VI.	MANAGEMENT ARRANGEMENTS	53 - 59	15
Annex.	RESOURCE MOBILIZATION TARGET		17

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I. INTRODUCTION

1. The preparation of the country cooperation framework (CCF) began immediately following the conclusion of the mid-term review. UNDP formally submitted the advisory note to the Government in April 1995 after informal discussions with the Government and other development partners. The note took into consideration Executive Board decisions 95/22 and 95/23.

2. The advisory note reflected the findings and recommendations of the mid-term review and available situational analyses, including the joint United Nations publication "Fork in the Path" and relevant sections of the Human Development Reports. Prior to the preparation of the note, Government officials, Members of Parliament, representatives from private voluntary organizations (PVOs) and community-based organizations (CBOs), women's groups, the private sector, academia, bilateral and other aid partners, including United Nations specialized agencies, particularly members of the Joint Consultative Group on Policy (JCGP), provided suggestions on the thrust and direction of future UNDP interventions in Bangladesh.

3. A first draft CCF was discussed by the Government and UNDP in a series of meetings in May and June 1995. On the basis of these discussions, a revised draft was submitted to the Government in July 1995. This was approved jointly by the Government and UNDP in July, subject to further text changes specifically agreed upon in the meeting and to the confirmation and correction of macroeconomic data by the Economic Relations Division.

II. NATIONAL DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

4. The Government is committed to the basic principles of sustainable human development (SHD), viewing people both as participants in the process of development as well as its ultimate beneficiaries. As noted in the three-year rolling investment plan (1994-1996), poverty alleviation through productive employment generation is the prime development agendum of the Government. The need to develop SHD capacity by integrating environmental and social concerns into economic planning at all levels is clearly recognized. The New Development Perspective, which is the economic manifesto of the Government, gives top priority to the accelerated and sustainable social and economic development of Bangladesh, with the focus on human resources development, participatory planning, women's participation and poverty alleviation. The NDP elaborates the following national goals:

(a) Human resource development, beginning with the removal of hunger and illiteracy, provision of basic health facilities and appropriate population control measures;

(b) Increased employment opportunities, particularly for rural areas;

(c) Strengthening of the national economy through development of the rural economy with priority on the development of agriculture;

(d) Promotion of competitive efficiency through appropriate transfer and adaptation of technology targeted at supporting employment in the agriculture and manufacturing sectors;

(e) Promotion of joint enterprises - collectively large but individually small - with a focus on agriculture, small trade and industries;

(f) Promotion of private enterprises based on competitive efficiency with a thrust on export-oriented industries;

(g) Promotion of export-led growth;

(h) Maximization of intersectoral linkages;

(i) Integration of macro- and micro-level planning, with built-in accountability at all stages of the socio-economic development process;

(j) Integration of a national conservation strategy in the development process to prevent degradation of the environment and improve the capacity for sustainable development in economic planning at all levels.

5. Under the auspices of the South-Asian Association for Regional Cooperation (SAARC), Governments have committed themselves to eradicating poverty in the subregion by 2002. As stated in the report of the Independent South Asia Commission on Poverty Alleviation: "The Heads of State or Government accorded the highest priority to the alleviation of poverty in all South Asian countries. They affirmed that South Asia's poor could constitute a huge and potential resource provided that their basic needs are met and they are mobilized to create economic growth. This requires that the poor are empowered and are irreversibly linked to the mainstream of development".

6. The Government recognizes that past efforts to mainstream the poor, especially women, in development have met with limited success and that new methods and partnerships are now needed to ensure involvement of these people as full participants in development. In this context, and in keeping with the Constitution and its democratic mandate, the Government has initiated participatory processes aimed at securing greater consensus in planning national development objectives. Innovative consultative processes have already been used in preparing the new national perspective plan as well as the national environmental management action plan.

7. Although decreasingly so, Bangladesh continues to rely heavily on external aid for development. In the 1980s, external aid commitments grew from $1.6 billion per annum to reach $2.4 billion in 1993/1994. Disbursements have, however, lagged behind commitments. On average, external aid in the 1990s accounted for about 62 per cent of total investment and 27 per cent of total imports. Direct foreign investment remains low.

8. A decline in external aid in real terms may be expected, in view of the overall decrease in available resources. Some 33 donors, including 24 bilateral donors, provided aid to Bangladesh in 1994-1995, with the largest 10 donors providing approximately 90 per cent of Official Development Assistance (ODA).

The projected reduction in ODA and a declining trend in commodity aid call for greater aid coordination and harmonization, as well as efficiency and effectiveness in use.

9. Through the Economic Relations Division of the Ministry of Finance, the Government has the primary responsibility for coordinating its foreign aid receipts from initial proposals through negotiations to utilization. According to ERD guidelines, efforts for securing external assistance will be made only for those projects formally approved in principle by the Government. The Government is especially vigilant in guarding against external assistance for unapproved projects. Care is taken so that external aid proposals do not disrupt budgetary discipline nor the planning process. ERD approaches development partners for assistance to a project/programme only when appropriate, having evaluated the preference, priority, accompanying terms and conditions of the development partners. External assistance is considered inappropriate for very small projects: investment costs less than $1 million or technical cooperation less than $25,000. Necessary arrangements are made in the national budget for such projects/programmes. Harsh conditionalities accompanying certain aid proposals are avoided to the extent possible. The Government also discourages co-financing. Feasibility studies are preferably included as an integral component of investment projects. Efforts are made to secure financing from the same source for both investment and technical support. Feasibility studies, research and evaluation programmes or smaller survey work are implemented as far as possible with local resources. Externally aided projects are nationally managed as much as possible. Measures are taken so that expenditures on the administration, operation and services of the project are fully utilized within the country.

10. The volume and diversity of aid flows encourage donors to participate in a collective review and discussion of development performance and priorities. The Consultative Group has provided a principal aid coordination mechanism since 1974. In addition, local Consultative Group meetings discuss specific sectoral or thematic development issues periodically.

11. UNDP participates actively and substantially in both the annual and local Consultative Group meetings as well as in various less formal information-exchange and coordination groups, including some relating to education, governance and gender. Significant contributions come from UNDP publications, including the Human Development Report and major studies on local government, women, environment, public administration reform and the Flood Action Plan independent review. Within the United Nations system, efforts are under way to promote coordination and complementarity among JCGP partners, in particular as a follow-up to the meeting of heads of JCGP organizations held in Dhaka in February 1994. The Resident Coordinator is leading ongoing discussions with the Government concerning the concurrent preparation of a country strategy note for Bangladesh.

III. IMPACT OF UNDP COOPERATION

12. The mid-term review endorsed the objectives of the fifth country programme as: (a) poverty alleviation; (b) environment and natural resource management;

and (c) public management. The review concluded, however, that participatory development should be recognized as an underlying theme of the entire programme. It was further agreed that the programme should be concentrated and more sharply focused on SHD priorities and more precisely targeted to impact on the poorest, especially poor women. For this purpose, the criteria for concentration presented in the joint issues paper (minus the weightage system) are to be used to guide project selection, as well as future project formulation, appraisal and evaluation.

13. It was agreed to set numeric baseline and success criteria for capacity-building in all new programme documents, to strengthen national capacity for project management, to enhance measures to assess the performance of national consultants more systematically, and to take action to suspend projects temporarily for which counterpart personnel are not provided on a timely basis. It was agreed that the Government and UNDP would work more closely with private organizations (CBOs, NGOs, and the private sector) in reaching and involving ultimate target beneficiaries in programme interventions. Gender-disaggregated data and affirmative action for women would be pursued in all future projects, along with specific measures for increasing the number of women recruited and targeting women in UNDP-funded training programmes. Progress will be critically reviewed through regular monitoring and evaluation mechanisms.

14. It was agreed that national execution would be promoted more rigorously, supported by appropriate training. The Government and UNDP guidelines on training are to be strictly adhered to. Preference is to be given to increasing the use of in-country training. Where overseas training is justified, preference is to be given to training in the region, where available. In all cases, women trainees are to be promoted.

15. Other recommendations of the mid-term review were: (a) improved focus of United Nations Volunteers (UNV), Transfer of Knowledge through Expatriate Nationals (TOKTEN) and United Nations International Short-Term Advisory Services (UNISTAR) activities in line with CCF objectives; (b) establish closer cooperation between the Government formulation of TAPP documents and the formulation of the UNDP project document; specify time-frames for the various stages of project processing and approval with a view to shortening long lead-times; and use the tripartite review more effectively as a decision-taking mechanism for ongoing projects. The new project proposals not identified in the CCF document, a meeting of the concerned Ministry, the Planning Commission and UNDP will be convened to agree in principle on the project concept prior to the preparation of TAPP and project document.

16. The CCF envisages a role for UNDP that is essentially process-oriented. Nevertheless, it is difficult to suggest definitive indicators or measures of impact since the CCF will have a rolling (as opposed to a blueprint character and will, it is hoped, be participatory in nature. However, by the end of the initial three-year term, concrete results at the national level will be a visible ongoing and/or completed process aimed at establishing national consensus for priority actions in each of the five objectives. At the community and subnational levels, a visible indicator of intended impact will be ongoing projects driven primarily by the priorities, needs and proposals articulated

directly by ultimate beneficiaries, deprived people. The national programme processes will result in coherent and comprehensive frameworks identifying specific areas of support by UNDP and other donors in subsequent years. The community and subnational projects will enhance the well being, livelihood and organizational and management capacity of the poorest and women in the rural and urban communities selected. The capacity of local governments and other local development actors to respond to the needs of these communities will be strengthened through a combination of community, local government, central government and other agent (e.g., United Nations specialized agencies, NGOs) resources. Different approaches and models for the organization and mobilization of communities for self-sustaining poverty alleviation will have been initiated, lessons drawn, compared, and analysed. These outcomes in turn will be reflected in policy and strategy reformulation in the national programmes directed towards the five programme goals. More specific indicators of progress and success criteria will be developed during the preparation of both the upstream programme approaches and the downstream community-action projects.

IV. OVERALL STRATEGY FOR UNDP COOPERATION

17. The CCF capitalizes on the following strengths of UNDP cooperation, as identified by the Government and other development partners: (a) Neutrality and impartiality; (b) ability to involve a variety of actors in the development field; (c) multisectorality; (d) linkage of global and regional development concerns and country-specific actions and the promotion of technical cooperation among developing countries (TCDC). In building its national SHD capacity, the Government also recognizes the strategic value of UNDP resources, particularly in view of the mandate embodied in Executive Board decision 94/14.

18. UNDP will also support follow-on national processes arising from commitments made in the major global conferences - UNCTAD VIII, the United Nations Conference on Environment and Development (UNCED), the International Conference on Population and Development (ICPD), the World Summit on Social Development (WSSD), the Fourth World Conference on Women and the forthcoming World Conference on Human Settlements (Habitat II) to the extent that such follow-up falls within the objectives and provisions of the cooperation framework.

19. Various multilateral institutions and bilateral donors have supported the Government's pursuit of macroeconomic goals, especially those relating to the efficiency and economic growth dimensions of human development. UNDP resources are expected to complement the efforts of these development partners in Bangladesh. This complementary role will be achieved by helping the Government and other development actors to ensure that factors which contribute to poverty and hinder development - such as a lack of human and social justice, equity, accountability, transparency and sustainability issues - are addressed more systematically and more explicitly, along with aspects of efficiency and economic growth. This complementarity of the UNDP role with those of other

donors aims at avoiding duplication while maximizing the contribution of growth to sustainable human development, especially for the poor and women.

V. PROGRAMME AREAS

20. Since increasingly mass numbers of people live in absolute poverty, poverty alleviation is the global, paramount CCF objective. There are four other supporting and interrelated objectives that reflect the Government's national priorities and UNDP mandate: (a) improved environmental management; (b) non-formal employment-generation; (c) advancement of women; and (d) improved public management for good governance. These closely interlinked objectives will contribute towards maximum SHD impact through the programme approach. UNDP will support the preparation and implementation of national programmes under each of the five objectives. Wherever appropriate, linkages will be established with ongoing programmes to promote continuity and national ownership in each of the five objectives.

21. In supporting the development of the five objectives, UNDP may offer interventions at the national or central level, the subnational level (district or thana), and at the community level.

Community and subnational level

22. Starting at the community and subnational level, UNDP will support the development and implementation of several discrete community-level activities aimed at SHD in rural and urban communities. Working through a combination of Government departments, NGOs, CBOs, village organizations, etc., and, building on existing projects when viable, UNDP will provide technical cooperation as directly as possible to the disadvantaged with the aim of building their capacity. In addition, UNDP will provide support to create an enabling environment for the most deprived communities to enable them to make development decisions and to take actions to improve their own lives. The focus will be to replicate and build further on existing successful models of community development for SHD, for which Bangladesh is renowned.

23. More specifically, UNDP technical cooperation will (a) strengthen community organizations; (b) increase capacity-building of community leaders, local government representatives and local partner organizations; (c) promote national volunteerism, which will be mobilized and organized in ways that empower the poor and establish access to development resources and services. Support at the community and subnational level will contribute towards decentralization, local democratic control and accountability with respect to development activities for both governmental and non-governmental actors. Support to strengthen community participation at local government levels will in turn suggest national-level action for policy and strategy reform, creating a conducive and enabling SHD environment. For example, the articulation of community and subnational-level demands could lead to specific national-level policy interventions in areas such as legislation on common property resources, systemization of land administration, reorientation and sensitization of law-enforcement officials on issues of human security, and the introduction of new approaches in banks to

make credit available much more extensively to the poor. In all of these areas, appropriate gender concerns will be fully incorporated.

24. UNDP cooperation at the community and subnational levels will be directed to the most disadvantaged communities in (a) specific locations (thana level and below, urban as well as rural project sites) and/or (b) specific deprived groups. These locations and groups will be selected by the Government and UNDP according to criteria to be agreed upon. For this, appropriate line ministries and governmental institutions will be identified by the Government to act as planning partners with UNDP and United Nations specialized agencies to begin community-level activities in identified locations or with identified groups. Up to five community action projects, reflecting this approach, may be initiated in the first year of CCF activities and an additional number of projects in the second year. Based on joint review of CCF progress and resources, a decision will be made on additional community project sites in the third year (1997-1998).

25. Preparatory activities will take place primarily in the first year and full implementation of the first batch of community projects will start in the second year. UNDP will provide technical cooperation to the appropriate governmental and non-governmental partners in the first year to assist communities to mobilize and organize themselves and to prioritize needs using participatory planning methods. The projects will seek to link the support of Government departments, local government bodies, NGOs, CBOs, private sector organizations, and existing projects to the needs and priorities articulated by the communities. UNDP technical cooperation may be further utilized for training, experience exchange, organization, information activities, etc., in the five national programme areas. In addition, beginning in the second year, a revolving fund from non-core sources, such as the United Nations Capital Development Fund (UNCDF), may be set up in each community project to finance additional specific needs identified by the communities. Food aid constitutes another resource that can be utilized for supporting community activities and it is intended to pursue discussions with the World Food Programme (WFP) and others on possible collaboration.

26. The participatory nature of the planning process implies that the specific interventions, approaches, partners, etc. cannot be predetermined but will be developed through repeated and continuous interaction with the communities concerned. It is also expected that community projects will vary in emphasis; for instance, in the particular programme goals to be pursued most actively and in the approach to them. Lessons will be drawn from comparative analyses that will be undertaken as part of the continuous CCF review process.

National level

27. Concurrently, at the national level, the programme approach will be used to develop five national programmes, with attendant policy frameworks, to pursue the five objectives stated in paragraph 19 above. Each national programme will be developed through systematic and holistic analyses linking with ongoing national-level planning processes where available, involving participatory and consultative processes where appropriate, drawing from the information gathered and lessons learned from projects at the community and subnational levels as

well as information and data generated from research projects and analytical studies.

28. Development activities in the five programme areas, whether funded by the resources of the Government or by donor resources, including those of UNDP, will then be guided by these national programmes. It is envisaged that programme development processes will contribute towards overall national SHD strategy, which is currently already evolving out of various ongoing Government planning processes; the Government national perspective plan, the pro-poor plan as foreseen in the context of SAARC, as well as national level follow-up to the various global conference commitments (UNCED, ICPD, WSSD, the Fourth World Conference on Women and Habitat II). It is likely that the time-frame for completing programme frameworks in all five themes will extend beyond the first three years of the CCF.

29. In support of these macro-level policy and programme formulation processes, UNDP will encourage and support:

(a) The establishment of participatory planning and consultation processes, which will primarily involve elected representatives at the national and subnational levels, as well as CBOs and NGOs, the private sector, women's groups, academia, and, most importantly, representatives of deprived persons, especially the poor and women;

(b) The preparation of background studies and policy option papers, drawing on the perspectives of public and private sector institutions and civil society organizations and incorporating data disaggregated to the extent possible by sex and age, to feed into the above programme formulation processes and consultations at national and subnational levels.

30. These macro-level frameworks should, as far as possible, be linked to micro-level needs and issues. In addition to the Government and local government bodies, United Nations specialized agencies, private organizations, CBOs, NGOs, and others will be involved at various levels and stages as appropriate.

1. Poverty alleviation

31. The magnitude and complexity of poverty requires a holistic programming approach. The Government has initiated such programming approaches (the perspective plan, the pro-poor plan and follow-up to WSSD commitments), which are expected to dovetail into a comprehensive national programme for poverty alleviation. This national poverty alleviation programme can serve as the basis for follow-on programming by UNDP and other development partners. Such a national action programme constitutes a key element in the national follow-up to the commitments made at WSSD.

32. UNDP will support the formulation of the national poverty alleviation programme, focusing on the poorest and most deprived, especially women, through a participatory approach that will involve them in its preparation and will seek to promote synergistic interaction among various development actors, including

various civil society partners and the Government at various levels. The CCF will promote broad-based participation in programme planning and management, with emphasis given to the participation of the ultimate beneficiaries. Local and international development experiences have demonstrated repeatedly that, contrary to the assumption that participatory processes lead to higher costs owing to the time involved, higher participation is correlated with higher project outputs. Such processes build consensus and ownership at all levels, enhancing likelihood of effective programme implementation and success.

33. As soon as the formulation of the poverty alleviation programme begins at the national level, activities for poverty alleviation at the community and subnational levels will be initiated, in the context of activities described in paragraphs 21 to 25 above. Depending on the outcome of community-level prioritizing and participatory planning, technical cooperation may be provided directly to communities; for example, to strengthen community-level management capacity, or indirectly, to local government and other institutions that provide services directly to the communities; for example, training for rural banks and other institutions that offer credit to the poor and for the reorientation of people's representatives and local government officials.

34. A special purpose project will be formulated and approved at the outset providing: (a) direct support for policy analyses, research and programme formulation, complementing the substantive and technical capacities of the Government, as well as the mobilization of national and international short- and long-term technical expertise required to support the process; (b) costs of pro-active participatory and consultative mechanisms at national, subnational and community levels, involving primarily Government and elected representatives, as well as CBOs, private organizations, academia, trade, professional bodies, and other development partners, etc; (c) other selected support interventions identified through the above processes, as well as through the community and subnational level projects (paragraphs 22 to 27) that will contribute towards poverty alleviation.

2. Environmental management

35. To support the development and implementation of a more coherent and comprehensive environmental policy framework, support will be provided at the national level for policy analyses, experiential research and monitoring for sustainable environmental management, and completion and follow through in the implementation of the national environmental action plan. These initiatives are supportive of national follow-up to the 1992 UNCED. The national plan is expected to provide a coherent and participatory programming framework within which support interventions can be logically identified and prioritized. Strategic assistance for capacity-building support is envisaged, for example, in such areas as: (a) assistance to the Ministry of Environment and Forest and to environmental groups in civil society. The aim will be to provide direct support and to complement each other's roles in developing sustainable and participatory environmental management models and for monitoring the impact of various governmental and non-governmental plans and programmes; and/or (b) support for introducing transparent, simpler and efficient land administration/legislation and the administration of common property resources

as the basis for more equitable access to, and management of, primary natural resources.

36. Concurrently, at the community and subnational levels, community-based implementation activities (as envisaged in paragraphs 21 to 25 above) will be pursued in ways that are environmentally sustainable. It is expected that some community-level interventions may address environmental issues that directly affect their well-being, such as the management of common property resources. It is envisaged that the community and subnational activities will be incorporated meaningfully into national-level environmental management processes, with UNDP facilitating constructive linkages between the Government and the various partners in civil society.

37. Given the vulnerability of Bangladesh to natural disasters such as floods, droughts and cyclones, UNDP support to the Disaster Management Bureau of the Ministry of Relief and Disaster Management will be continued. This intervention will be jointly undertaken by UNDP and the United Nations Children's Fund (UNICEF), with co-funding from the Overseas Development Administration of the United Kingdom, and will address a broad spectrum of disaster-prevention and disaster-preparedness activities. As such, it will be interfacing with disaster- or emergency-response and development activities, taking into consideration environmental vulnerabilities of disasters and the need to reduce risks.

38. UNDP environmental management guidelines will be used in all programme interventions.

3. Non-formal employment-generation

39. Less than 10 per cent of the labour force of Bangladesh has access to regular formal employment. Through public policy, legislation and regulation, formal sector workers are relatively protected and have seen their real income rise by 10 per cent over the last five years. However, the bulk of workers in the informal sector, both in urban and rural areas, have seen their incomes decrease by as much as 20 to 40 per cent in the same period. While due emphasis has been given in the past to policy and programme development for the formal sector, the urgent need exists to start a process of policy and programme formulation for the informal sector, evolving into a national programme for generating more employment in that sector.

40. With increased employment being a cornerstone of the Government perspective plans, UNDP will support the Government and other actors in civil society to prepare a realistic overview of policy, legal and programme issues as they relate to informal sector employment. Attention will be given to the interface between the formal and the informal sector, specifically the impact of formal sector policies, legislation and regulations on informal employment. UNDP support will also be provided for selected policy and/or thematic studies, as well as to the broader process of consensus formation and community-level participation, which, as with the national environmental action plan process, would form the foundation of a national programme for employment creation in this sector.

41. Concurrently, to derive input from the community level for this national programming process and to initiate direct support activities, some community and subnational level projects as described in paragraphs 21 to 25 above are likely to have components that aim to generate sustainable productive employment and income opportunities for the most deprived. Support activities identified by the communities through the participatory approach will preferably be in high impact areas, where UNDP resources can have maximum catalytic effect and produce models that can contribute to the above-outlined programming process. A range of implementation mechanisms will be used, with strong emphasis on the private sector, and private and CBO interventions.

4. Advancement of women

42. The Fourth World Conference on Women reviewed and appraised the advancement of women since 1985. In mobilizing women and men at both policy-making and grass-roots levels to achieve these objectives, it adopted a Platform for Action, an official Conference document, which outlines measures for the advancement of women.

43. The national preparation and de-briefing processes for the Fourth World Conference on Women provide a comprehensive context within which a fresh look at gender issues can be taken. This may include, for example, the national legal and policy framework, baseline data disaggregated by sex, monitoring and gender-analysis capacities, women's participation in public life, the economy and education, women's position in social structures and other relevant issues. UNDP resources will support the national processes arising from the Conference, including a process of consensus-building on a concrete strategy to enhance the position of women in Bangladesh. The process will seek to involve the participation of deprived women and established women's interest groups. It will also involve the establishment of a special multidisciplinary task force, comprised of representatives from various Government departments, private organizations, CBOs, women's interest groups, and the private sector. UNDP resources will support the work of the task force in preparing the national strategy and its supporting background documents and studies through the provision of long- and short-term national and international expertise as required, and hosting consultative sessions on women's issues. This will provide a coherent programme framework within which specific programme support interventions can be logically identified and prioritized by the Government, concerned private sector organizations, women's interest groups and other development partners, including UNDP.

44. The community-level projects identified in paragraphs 21 to 25 will give due attention to the gender dimension in development, i.e., recognition that the different roles and attitudes of men and women have a significant impact on development and, conversely, that development affects men and women in different ways. Supportive activities may include training and orientation of women group leaders, other community leaders, elected representatives and local government functionaries who play a role in the community-level projects. Care should be taken in focusing on gender and women in development as a cross-cutting theme that the result is not a further burdening of women. Thus, the emphasis will be

on culturally sensitive, more equitable sharing of opportunities and responsibilities in all activities.

45. The constitution of Bangladesh guarantees equal rights for men and women. Over the years, significant changes towards improving the condition of women have taken place. The increased involvement of women can be observed in all sectors of the economy. Bangladesh considers the issue of women in development as one of the top priorities on account of its own need to transform the rich potential of its human resources into enduring assets. In order to increase the participation of women in public administration, quotas for women have been introduced. The recruitment rules for teachers of primary schools stipulate that 60 per cent of posts are to be filled by female candidates. In health and family welfare services, women account for about 40 per cent of workers. Various targeted credit and other safety net programmes with gender preference received additional attention during 1994 and 1995. For example, it has been estimated that the proportion of women under the Vulnerable Group Development programme increased to approximately 80 per cent during 1994 to 1995 from about 30 per cent in 1992 to 1993. During the last few years, women's involvement in the political process has risen in Bangladesh. Women have the right to vote as well as the right to seek election. Furthermore, seats are reserved for women at both the national level (30 women's seats in the Parliament) and at the local bodies (3 women's seats each in both the thana development coordination committee and the Union Council). The empowerment of women is receiving increasing attention from the Government. Bangladesh has launched an innovative programme for the empowerment of women through education by introducing nation-wide free tuition and a stipend programme for girl students in secondary schools and religious schools (madrashas). The National Council for Women's Development has been set up with the Prime Minister as its chairperson. Women-in-development focal points have been appointed in 30 ministries/divisions to coordinate women-in-development programmes. Efforts will be made by the Government and UNDP to increase the ratio of women in all areas covered by UNDP resources in Bangladesh, to accelerate progress in gender equity and to monitor it more rigorously in the future.

46. In addition to empowering women to become main participants in projects, affirmative action may be applied, where appropriate, in the selection of consultants and project staff. Strategically targeted assistance at the central level may be provided to the Ministry of Children and Women's Affairs and women's organizations to strengthen their capacity to complement each other's roles in various policy analyses and in monitoring the impact of plans and programmes on women, including follow-up to the Fourth World Conference on Women.

5. Public management for good governance

47. UNDP resources will complement other multilateral development institutions presently focusing on economic efficiency, and will focus on strengthening other interrelated dimensions of public management and good governance, including participation, gender equity, transparency and accountability in public office, reliable and equitable legal frameworks and the availability and dissemination of valid information. These aspects of public management for good

governance are seen to be essential elements of an SHD strategy and also to support directly the democracy-development linkages detailed in the "Agenda for development" of the Secretary-General.

48. UNDP will support a programme approach, taking a comprehensive view of the needs and opportunities to strengthen good governance, including democratic institutions and processes, those relating to justice and the legal system, elections, locally elected bodies and human security. Strengthening national capacity in such areas will involve the executive, legislative and judicial branches of government as well as civil society at the community, local and national levels.

49. Interventions will be in the areas of strengthening democratic institutions and processes such as oversight by the Parliamentary Committee, electoral processes and administration, and voter education; law and order and human security to promote equitable legal frameworks; accountability and transparency in public office; and in strengthening local governance. Interventions may also include support for policy analysis, action research and studies at the central level.

50. Such assistance is complementary to and will build on other programme overviews prepared with TSS-1 resources in collaboration with the Department for Development Support and Management Services in the area of reforming public administration and now being prepared to strengthen local governance and transparency issues in audit functions. The aim is to strengthen the transparency and accountability of public management structures and elected assemblies (particularly at the local government level) to the electorate, and the responsiveness of all levels of governance to address effectively the needs and concerns of the poor.

51. Depending on the outcome of the participatory prioritization and planning processes, technical cooperation may be required for training, orientation, information dissemination activities, etc. The aim will be to tackle in community-level projects issues that directly impact the poor, such as insecurity, violence against women, democratic participation, and equality of access.

UNDP cooperation in ongoing activities

52. Outside the main country programme areas, a number of ongoing projects, which began under the fifth country programme and which are not strictly in line with the CCF objectives, are to be carried over. These are: (a) to end in 1995: Strengthening Energy Modelling and Economics Wing (BGD/89/026) extended up to December 1995; (b) to end in 1996 (the bulk of carry-over projects): Third Fisheries (BGD/88/065); BGD/92/014 FAP, BGD/87/025 Horticulture Research, BGD/88/040 Primary Education and BGD/92/003 2nd Gas: Construction. Three carry-over projects will run into 1997 - BGD/91/022 Higher Secondary Education, BGD/92/009 Education MIS and BGD/93/008 Human Development, while one project will run into 1998 - BGD/89/045 Thana Cereal Tech. Furthermore, four projects are in the pipeline, scheduled to start in 1995 - BGD/92/002 Disaster Preparedness, BGD/93/001 National AIDS Ctrl Programme, BGD/95/003 GIS at BARC and BGD/95/002 Integrated Pest Management.

VI. MANAGEMENT ARRANGEMENTS

A. Execution and implementation

53. National execution is recognized as the preferred modality of management of UNDP-financed projects and programmes, referring not only to Government execution but also to execution by other private organizations and community-based organizations provided that such execution is arranged and implemented in accordance with government policy. National execution is to be the first choice of execution for all interventions to be approved under the CCF, with a view to achieving 80 per cent national execution by the end of the three-year period. Enhanced national execution should in no way, however, discourage access to the experience and competence of the United Nations system - whether global or Bangladesh-specific - by involving the United Nations system in project implementation using existing mechanisms. To strengthen the use of the national execution modality, a thorough programme management review, focusing on both impact and implementation policies and procedures will be undertaken early in the CCF.

54. Access to appropriate specialized technical expertise and expert services will be explored through the various available modalities including: the UNV (also responsible for administering the United Nations Short-Term Advisory Resources (UNISTAR) and the Transfer of Knowledge through Expatriate Nationals (TOKTEN) programmes) and TCDC programmes. The use of UNV specialists will be the preferred modality for community and subnational level activities in cases where national expertise is not available. These modalities will be pursued in the context, and as a component of programmes and projects described above, and only in pursuit of the paramount poverty alleviation objective and its four complementing objectives.

B. Resources

55. For programme planning purposes and in order to ensure that a critical mass of resources will be available to support the five objectives indicated above, a resource mobilization target (RMT) has been prepared. The RMT should be viewed as a financial management planning tool establishing notional targets for mobilizing resources from non-core as well as core sources of funds available to the government through UNDP. However, it should be noted that while every effort will be made to mobilize resources, those realized may well exceed or fall short of these targets. The RMT for the first CCF period is $120 million (see annex). Of the resources available for new programming:

(a) Seventy per cent will be allocated for community and subnational level technical cooperation interventions clearly reflecting the objective of impacting directly on the most deprived, in the five UNDP thematic areas;

(b) Twenty per cent is to support five national programme approaches respectively in the areas of poverty alleviation, environmental management, non-formal sector employment-generation, advancement of women, and public management for good governance, as well as supporting policy analyses and

research, monitoring, and selected support interventions, based on partnerships between the Government and other actors in civil society;

(c) Ten per cent is for the unprogrammed reserve, which is especially important in Bangladesh so that advantage can be taken of emerging opportunities for cooperation.

56. The utilization of other core resources available from the UNDP regional, interregional and global programmes should also be appropriately interrelated with the CCF objectives and content where possible, emphasizing the supportive backstopping of national development efforts and their role in networking and twinning of institutions globally and regionally. In this respect, UNDP support at the community and subnational levels is already being usefully pioneered in the Kishoreganj area through project RAS/94/500.

57. Core funds are expected to be supplemented by trust funds and other non-core resources, for example UNCDF and the United Nations Development Fund for Women (UNIFEM). To the extent possible, these resources will be programmed cohesively and will be consistent with the CCF.

58. Continued support will be provided to the Government in its efforts to access sustainable development funds within the framework of multilateral funding mechanisms for the environment, such as the Global Environment Facility (GEF), GEF-NGO Small Grants Programme and the Montreal Protocol, particularly for the implementation of priority programmes identified at the grass-roots level and/or as part of the national programme approaches, especially NEMAP. Furthermore, UNDP technical cooperation will be linked to available sources of capital and food assistance.

59. In addition, as the five national programmes develop, and under Government coordination, additional funds may be sought from bilateral and other sources. The programme approach should facilitate Government efforts to obtain maximum impact from the contributions of different donors in each programme.

Annex

RESOURCE MOBILIZATION TARGET

(July 1995-June 1998)

	$	$
Core resources		
IPF a/	58 073 000	
TRAC b/	34 266 000	
Other core resources	-	
Total core resources		92 339 000
Non-core resources		
Cost-sharing c/	12 000 000	
Sustainable development funds d/	8 000 000	
Trust funds established by the Administrator	-	
Trust funds and other non-core resources e/	7 700 000	
Management services	-	
Total non-core resources		27 700 000
Resource mobilization target		120 039 000

a/ Represents balance of estimated unspent fifth cycle IPF entitlements for the period July 1995-December 1996. Against this balance, approximately $23.4 million of approved budgets are being carried forward into the CCF period.

b/ Extrapolated from fifth cycle IPF for the period July 1997-June 1998 and to be used for planning purposes only.

c/ Includes host Government and third-party sources.

d/ Includes GEF, Montreal Protocol and Capacity 21.

e/ Includes UNCDF and UNIFEM.